



# **Annual Report on Contractor Work Force Restructuring**

**U.S. Department of Energy**

**Fiscal Year 2000**

**July 2001**

**ANNUAL REPORT  
ON CONTRACTOR  
WORK FORCE RESTRUCTURING**

**FISCAL YEAR 2000**

Office of Worker and Community Transition  
U.S. Department of Energy  
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**LIST OF ACRONYMS AND SHORT TITLES**

AM&ITC	Advanced Manufacturing and Innovation Training Center
Argonne	Argonne National Laboratory
ASA	Actuarial Services Associates, Inc.
ATLC	Atomic Trades and Labor Council
B-N	Bechtel-Nevada
BBWI	Bechtel BWXT Idaho, LLC
BFSC	Bridgestone-Firestone South Carolina Corporation
BHI	Bechtel Hanford, Inc.
BJC	Bechtel Jacobs Company, LLC
BNFL	British Nuclear Fuels Limited
BNI	Bechtel National, Inc.
BNL	Brookhaven National Laboratory
BWO	Babcock and Wilcox of Ohio
BWXT Pantex	BWX Technologies Pantex, LLC
BWXT Y-12	BWX Technologies, Inc. Y-12, LLC
BWXT O	BWX Technologies of Ohio, Inc.
CAC	Community Action Committee
CDOD	Carlsbad Department of Development
CEG	Center for Entrepreneurial Growth
CHG	CH2M Hill Group
COBRA	Consolidated Omnibus Budget Reconciliation Act
CRO	community reuse organization
CROET	Community Reuse Organization of East Tennessee
CSTRR	Corporation for Solar Technology and Renewable Resources
CTP	Community Transition Plan
DATF	Defense Adjustment Task Force
DOD	Department of Defense
DOE	Department of Energy
EDA	Economic Development Administration (Department of Commerce)
EM	Office of Environmental Management
ENCOs	Enterprise Companies
ERI	early retirement incentive
ETTP	East Tennessee Technology Park
Fernald	Fernald Environmental Management Project
FHI	Fluor Hanford, Inc.
FM&T	Federal Manufacturing & Technologies
FY	fiscal year
GAO	General Accounting Office
GDP	Gaseous Diffusion Plant
GIS	Geographic Information System



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Hanford	Hanford Site
IBT	International Brotherhood of Teamsters
ID	Idaho Operations Office
INEEL	Idaho National Engineering and Environmental Laboratory
IRIF	involuntary reduction-in-force
JOBBS	Jobs Opportunity Bulletin Board System
KCP	Kansas City Plant
LANL	Los Alamos National Laboratory
LHH	Lee Hecht Harrison
LLC	limited liability company
LLNL	Lawrence Livermore National Laboratory
LMER	Lockheed Martin Energy Research Corporation
LMES	Lockheed Martin Energy Systems, Inc.
LMUS	Lockheed Martin Utility Services
M&I	management and integrating
M&O	management and operating
MATC	Mound Advanced Technology Center
MLPC	Mound Laser and Photonics Center
MMCIC	Miamisburg Mound Community Improvement Corporation
MOA	memorandum of agreement
Mound	Miamisburg Environmental Management Project
MST	multi-skilled technician
NMEDD	New Mexico Economic Development District
NMIPA	New Mexico Internet Professionals Association
NNSA	National Nuclear Security Administration
NTS	Nevada Test Site
NTSDC	Nevada Test Site Development Corporation
ORISE	Oak Ridge Institute for Science and Education
ORNL	Oak Ridge National Laboratory
ORO	Oak Ridge Operations
ORP	Office of River Protection
OVRDC	Ohio Valley Regional Development Commission
PACE	Paper, Allied-Industrial, Chemical, and Energy Workers International Union
PACRO	Paducah-Area Community Reuse Organization
Paducah	Paducah Gaseous Diffusion Plant
PIH	preference-in-hiring
Pinellas	Pinellas Plant
PNNL	Pacific Northwest National Laboratory
Portsmouth	Portsmouth Gaseous Diffusion Plant
R&D	research and development
RDA	Regional Development Alliance, Inc.
RDC	Regional Development Corporation

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RED	regional economic diversification
RFETS	Rocky Flats Environmental Technology Site
RFFO	Rocky Flats Field Office
RFLII	Rocky Flats Local Impacts Initiative
RFP	request for proposal
RIF	reduction-in-force
RL	Richland Operations Office
Sandia	Sandia National Laboratories
SNS	Spallation Neutron Source
SODI	Southern Ohio Diversification Initiative
SOPA	Southern Ohio Port Authority
SRRDI	Savannah River Regional Diversification Initiative
SRS	Savannah River Site
STAR	Science, Technology and Research (Center)
TAA	trade adjustment assistance
TARC	Tri-Cities Asset Reinvestment Company
TDC	Technology Deployment Center
THEA	Tri-County Higher Education Association
TRADE	Tri-Area Association for Economic Development
TRIDEC	Tri-City Industrial Development Council
UC	University of California
UNLV	University of Nevada, Las Vegas
UNM-LA	University of New Mexico-Los Alamos Branch
USEC	United States Enrichment Corporation
UT	University of Tennessee
VRIF	voluntary reduction-in-force
VSIP	Voluntary Separation Incentive Program
VSPP	Voluntary Separation Payment Program
WFT	Work Force Transition
WIPP	Waste Isolation Pilot Plant
WSI	Wackenhut Services, Inc.
WSI-OR	Wackenhut Services, Inc.-Oak Ridge
WSMS	Westinghouse Safety Management Solutions, LLC
WSRC	Westinghouse Savannah River Company
WT	Office of Worker and Community Transition

## **OVERVIEW AND SUMMARY**

The Office of Worker and Community Transition (WT) was established by the Secretary of Energy on September 15, 1994. WT succeeded a task force established by the Secretary in April 1993 to coordinate worker and community assistance for the Department of Energy (DOE) complex. The overall mission of WT is to: (1) develop policies and programs necessary to plan for, and mitigate the impacts of, changing conditions on the workers and communities affected by DOE mission changes; (2) ensure that those policies and programs are carried out in a way that ensures fair treatment of all concerned, while at the same time recognizing the unique conditions at each site and in each contract; and (3) assist those communities most affected by the changing missions at DOE sites by using DOE's resources to stimulate economic development.

WT performs its mission consistent with section 3161 of the National Defense Authorization Act for Fiscal Year 1993. This legislation requires DOE to develop work force restructuring plans when there are changes in the work force at defense nuclear facilities and to mitigate the impact of these changes using a number of methods, including voluntary separation programs, training, relocation, and job placement assistance. Under Secretarial direction, work force restructuring objectives are considered for different sites, including those not specifically covered by section 3161. WT also reviews and approves funding for community transition assistance grants designed to mitigate the impact of work force changes and reduce community dependence on DOE activities. Other responsibilities of WT include overseeing asset disposition to promote community reuse opportunities and monitoring contractor labor-management relations to ensure the implementation of DOE policies and minimize labor disputes.

This report responds to the requirement of section 3161 to report to Congress annually on the results of work force restructuring. It covers activities in fiscal year (FY) 2000 and serves to update Congress and the public on the outcomes of work force restructuring and community transition.

This report also fulfills the requirements of section 3157 of the National Defense Authorization Act for Fiscal Year 1995 and section 3153 of the National Defense Authorization Act for Fiscal Year 1998. Section 3157 requires an Annual Report to Congress on Economic Redevelopment and Conversion Activities Resulting from Reconfiguration of Department of Energy Nuclear Weapons Complex. Section 3153 requires a semi-annual report on local impact assistance provided by DOE to communities.

FY 2000 marks the eighth successive year of work force restructuring at DOE facilities. These work force restructuring activities have resulted in the orderly separation of more than 50,000 employees at an average cost of about \$18,000 per separation including normal attrition. This compares favorably with the Department of Defense (DOD) and private industry benchmarks. Of these separations since FY 1993, over 70 percent were voluntary, including early retirement,

non-retirement voluntary separations, and managed attrition. Economic assistance to communities affected by this dramatic reduction in DOE's contractor employment has resulted in the creation of approximately 25,000 private sector jobs at a cost of less than \$8,300 per job created, which also compares favorably with DOD restructuring efforts and other economic development initiatives.

Each impacted community is eligible to form a community reuse organization (CRO) and apply for funding for programs and projects that mitigate the impacts of restructuring. To date, 14 communities have planning underway, and most of these communities have implemented programs and projects. WT has also facilitated the transfer of physical assets excess to DOE's requirements. The transfer of the Pinellas, Florida, facility to the local community in 1997 resulted in savings of approximately \$29 million to DOE and created more than 2,500 local jobs. More jobs have been created at Pinellas than were available at peak levels of weapons production activities at the site.

The overall objective of work force restructuring is to ensure that DOE meets its mission requirements and at the same time to minimize the social and economic impacts of restructuring both on workers and on the communities surrounding these sites. To this end, WT cooperates with: (1) appropriate field organizations to prepare work force restructuring plans that provide reasonable assistance to affected workers and (2) affected communities to develop community transition plans that address the potential economic impacts of restructuring.

The Worker and Community Transition Program mission is evolving as DOE confronts new challenges in managing its contractor work force and dealing with facilities that exceed its future needs. WT works with program and field offices, contractors, workers, and community leaders to develop work force management and community assistance strategies that will facilitate early closure of sites.

WT provides expertise to support work force planning and management activities that ensure the maintenance of mission-essential skills and to assist in the resolution of labor standards and labor relations issues arising across DOE's facilities. It maintains a database on contractor employment in support of program objectives.

In an effort to widely disseminate information about DOE's restructuring policies, WT prepares a program update every quarter; holds national workshops for stakeholders; maintains a home page on the Internet; and publishes guidance for work force restructuring and community transition activities. These activities allow DOE to monitor and respond to stakeholder input.

## Major Program Accomplishments

- C ***Reductions in the Contractor Work Force.*** From a peak of 148,686 prime contract employees at the end of FY 1992, DOE's contractors separated over 50,000 employees through the end of FY 2000. Since July 1998, WT has mitigated specific work force restructuring involving over 3,500 workers at Oak Ridge, Tennessee; Portsmouth, Ohio; Paducah, Kentucky; Savannah River, South Carolina; and other defense nuclear facilities. Over 2,600 contractors were separated in FY 2000, of which 71 percent were voluntary.

During FY 2000, WT also oversaw efforts that were able to place over 1,500 workers in new positions and, as a result, avoid their separation and associated costs. Voluntary separation incentive programs were successfully offered to mitigate the impact of over 500 reductions at the Oak Ridge complex, 300 reductions at the Portsmouth and Paducah Gaseous Diffusion Plants, and smaller restructuring actions at Brookhaven and Fernald. Early retirement programs offered at Savannah River and the West Valley demonstration project avoided the need to involuntarily separate workers and required no additional contributions from appropriated funds to the retirement accounts. These carefully targeted programs limited involuntary layoffs to approximately 30 percent of all separations.

- C ***Voluntary Separations.*** Of the more than 50,000 separations since FY 1993, over 70 percent were voluntary; they included early retirements, non-retirement voluntary separations, and managed attrition. Of the 2,666 contractors that were separated in FY 2000, 1879 were voluntary.
- C ***Costs of Reductions.*** The total estimated cost through the end of FY 2000 for separating these 50,000-plus employees was just over \$925 million, or approximately \$18,000 per employee. This compares favorably with DOD and private industry benchmarks and is below the upper range of \$25,000 in benefits contained in DOE's final *Planning Guidance for Contractor Work Force Restructuring*.
- C ***Work Force Planning.*** Contractors at defense nuclear sites use a standard work force planning process. Before work force restructuring is implemented, a work force analysis is conducted and reviewed by DOE. The analysis identifies necessary changes in different job classifications and discloses opportunities for reassignment or retraining that can better match positions and skilled employees. The Office of Environmental Management (EM) has developed additional long-term work force planning mechanisms in consultation with WT to address the unique requirements of early-closure sites.
- C ***Technical Assistance.*** WT provided ongoing technical support to field and program offices throughout the year. On March 6 and 7, WT hosted a Workshop in Cincinnati, Ohio, with representatives from the Department, affected workers, contractors, and

elected officials to discuss specific issues related to work force challenges at EM-accelerated closure sites (Rocky Flats, Mound, and Fernald). Additional sessions focused on coordinated steps to mitigate the impact of the United States Enrichment Corporation reductions at the Portsmouth and Paducah Gaseous Diffusion Plants.

- C **Community Transition.** To date, 14 communities have identified CROs and have applied for funding. Their activities have retained, expanded, or created nearly 25,000 jobs. The average cost per job created in the communities surrounding these sites was just under \$8,300. Within the last 2 years, WT has supported community transition activities facilitating the creation of approximately 8,000 jobs in Idaho; Oak Ridge, Tennessee; the Pinellas, Florida, Star Center; Savannah River; and other communities.
- C **Labor Relations.** Changing missions and new contracting mechanisms raise fundamental issues for affected workers and bargaining units. WT facilitates development of strategies to ensure fair treatment of workers in these transitions. It has also taken a leading role in identifying steps to address specific issues involving DOE's contractor protective forces. WT continues to work on issues pertaining to the work force, such as dealing with service credits and benefits portability and developing a DOE privatization policy. Increasingly complex issues at the bargaining table—e.g., job security, training, and site culture changes—are examined and shared with DOE field office personnel who deal with these matters. Labor standards coverage issues raised by the various unions representing workers throughout the complex continue to be a matter of concern, and WT responds to inquiries made on these issues. WT has been successful in dealing with the Department of Labor in correcting erroneous wage determinations at DOE sites. Over the last 2 years, WT has helped facilitate resolution of labor relations issues, thereby precluding strikes or work stoppages, at the Savannah River Site, South Carolina; the Lawrence Berkeley National Laboratory, California; the Idaho National Engineering and Environmental Laboratory; and Rocky Flats Environmental Technology Site, Colorado.
- C **Guidance and Policy Development.** In conjunction with EM and the Office of Environment, Safety and Health, WT developed *Guidance on Protection of Workers Utilizing DOE-Leased Facilities*. WT also supported the development and communication of strategies to integrate contract reform with work force transition to enhance operational efficiency, ensure the maintenance of critical skills, and treat workers fairly.

In addition, WT is working to modify Departmental Orders to strengthen work force planning activities through development of improved performance measures and to facilitate steps that will enhance incentives and opportunities for workers with critical skills to relocate from sites where their skills are no longer needed to facilities where they are required.

- C **Public Participation.** On June 26 through 28, WT hosted its Eighth National Stakeholder Workshop in Washington, D.C. Working sessions focused on issue topics such as *Critical Skills Retention: Response to the Chiles Commission; Lessons Learned in Creating a Stakeholder Alliance; Headquarters and Field Coordination; Community Commitment by the Department; Post-Contract Benefits; Work Force Diversity and Portability; Property Conveyance for Economic Development; and Preference-in-Hiring.*

Over the last 8 years, WT has held eight National Stakeholders Workshops in Denver, Atlanta, Albuquerque, Oakland, Washington, D.C., and Chicago. WT also has held workshops, conferences, and working sessions that address specific topics such as work force restructuring, community transition, labor relations, and work force planning. *Program Updates*, a periodic report about WT and field activities, is issued every quarter. In addition, WT has established a website, at <http://www.wct.doe.gov>, that includes information about WT; guidance, policies, and publications; and the Jobs Opportunity Bulletin Board System, which provides employers with a means for publicizing job opportunities appropriate for workers displaced by DOE contractor work force restructuring.

## **Organization of Report**

This report is organized into three sections. Section I summarizes work force restructuring and community transition activities at all sites, including restructuring activities for FY 2000, changing separation patterns, cost savings and separation costs, program assessment, activities to mitigate restructuring impacts, community transition activities, lessons learned, emerging issues in worker and community transition, and the future mission of WT. Section II summarizes work force restructuring and community transition activities for defense nuclear sites. Section III summarizes work force restructuring activities at non-defense sites.

Each site summary in section II is printed as a separate subsection to facilitate individual reprinting. An exhibit summarizes the work force restructuring analysis in each subsection.

Appendices with supporting information follow section III.